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Public Affairs Index

2021

Public Affairs Index - Governance in the States of India- 2021

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Research Team



Gurucharan Gollerkeri is Director, Public Affairs Centre (PAC), Bengaluru. A civil servant from the Indian Administrative Service, in the higher echelons of Government for over 34 years, he retired as Secretary to the Government of India, in 2016. He served with distinction as the first director of the India Centre for Migration (ICM), a policy 'think-tank' on International Migration, during 2010-13. Based on his work at the ICM, he co-authored 'Migration Matters: Mobility in a Globalizing World' (OUP, 2016). In 2004-05, Mr. Gollerkeri was a Visiting Fellow at the Centre for Public Policy at the Indian Institute of Management, Bangalore. Mr. Gollerkeri spearheaded the PAI 2021 project.



Samridhi Pandey is a Programme Officer at PAC. She is the Team Lead for PAI 2021. She has played a key role in developing and authoring analysis of findings from the Governance Model and Delta Analysis. She was responsible for ensuring robustness of data and methodology of the Governance Model, Scheme Analysis and COVID-19 Response Index. Samridhi holds a Bachelor's and a Master's degree in Economics with specialisation in Development Studies. Samridhi's research interests include Data and Governance, Quantitative Economics, Sustainable Development Goals and Gender Studies.



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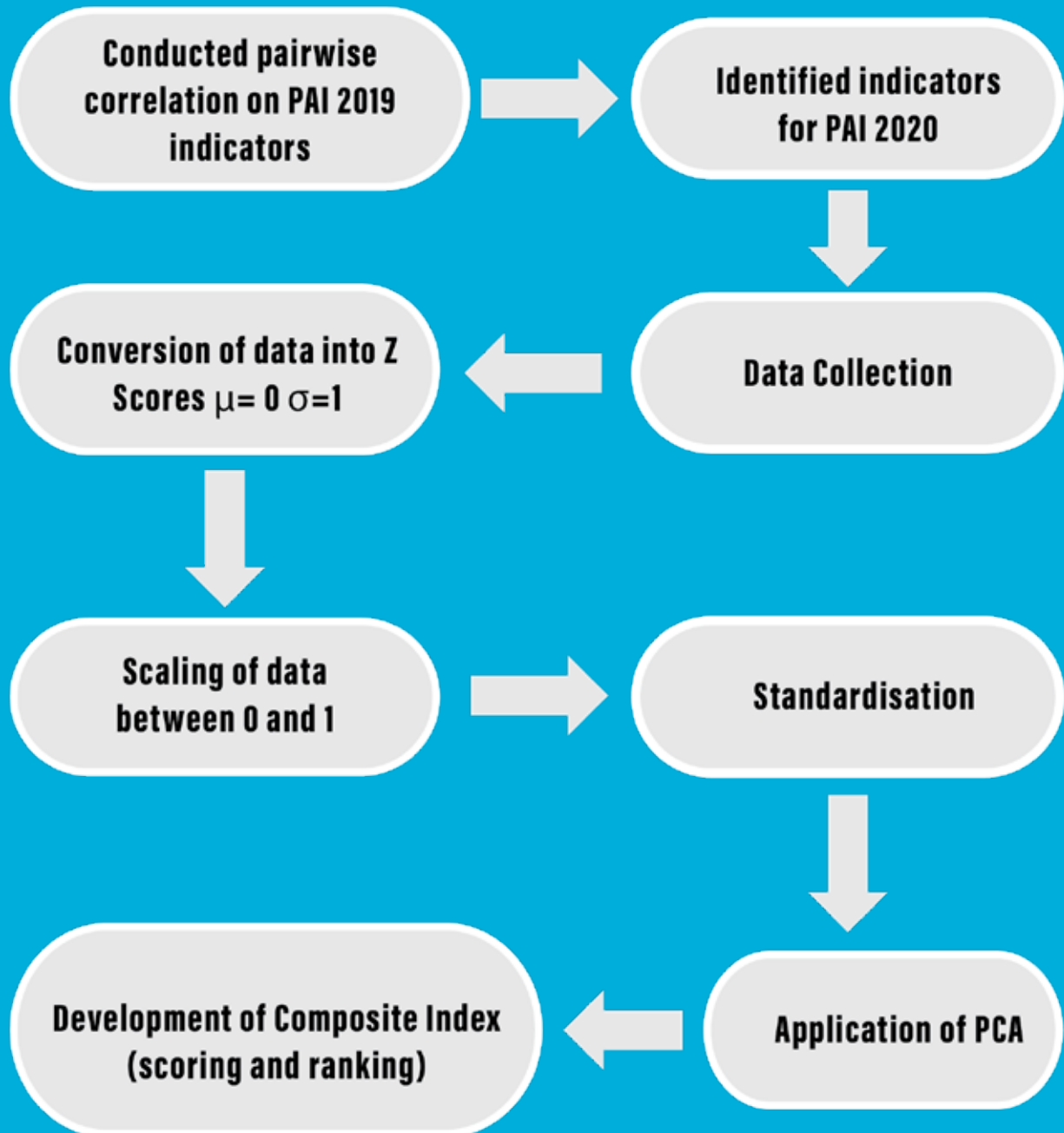
Background Of PAI 2021

In a diverse country like India, where each State is socially, culturally, economically, and politically distinct, measuring Governance becomes increasingly tricky. The Public Affairs Index (PAI 2021) is a scientifically rigorous, data-based framework that measures the quality of governance at the Sub-national level and ranks the States and Union Territories (UTs) of India on a Composite Index (CI). States are classified into two categories – Large and Small – using population as the criteria.

In PAI 2021, PAC defined three significant pillars that embody Governance – Growth, Equity, and Sustainability. Each of the three Pillars is circumscribed by five governance praxis Themes that influence the pace and direction of development outcomes, in substantive and context-specific ways, in small or great measure. The themes include - Voice and Accountability, Government Effectiveness, Rule of Law, Regulatory Quality and Control of Corruption. At the bottom of the pyramid, 43 component indicators are mapped to 14 Sustainable Development Goals (SDGs) that are relevant to the States and UTs. This forms the foundation of the conceptual framework of PAI 2021. The choice of the 43 indicators that go into the calculation of the CI were dictated by the objective of uncovering the complexity and multidimensional character of development governance.



Model And Methodology



**PCA- Principal Component Analysis*

The Equity Principle



The Equity Pillar of the PAI 2021 Index analyses the inclusiveness impact at the Sub-national level in the country; inclusiveness in terms of the welfare of a society that depends primarily on establishing that all people feel that they have a say in the governance and are not excluded from the mainstream policy framework. This requires all individuals and communities, but particularly the most vulnerable, to have an opportunity to improve or maintain their wellbeing. This chapter of PAI 2021 reflects the performance of States and UTs during the pandemic and questions the governance infrastructure in the country, analysing the effectiveness of schemes and the general livelihood of the people in terms of Equity.

Key Findings

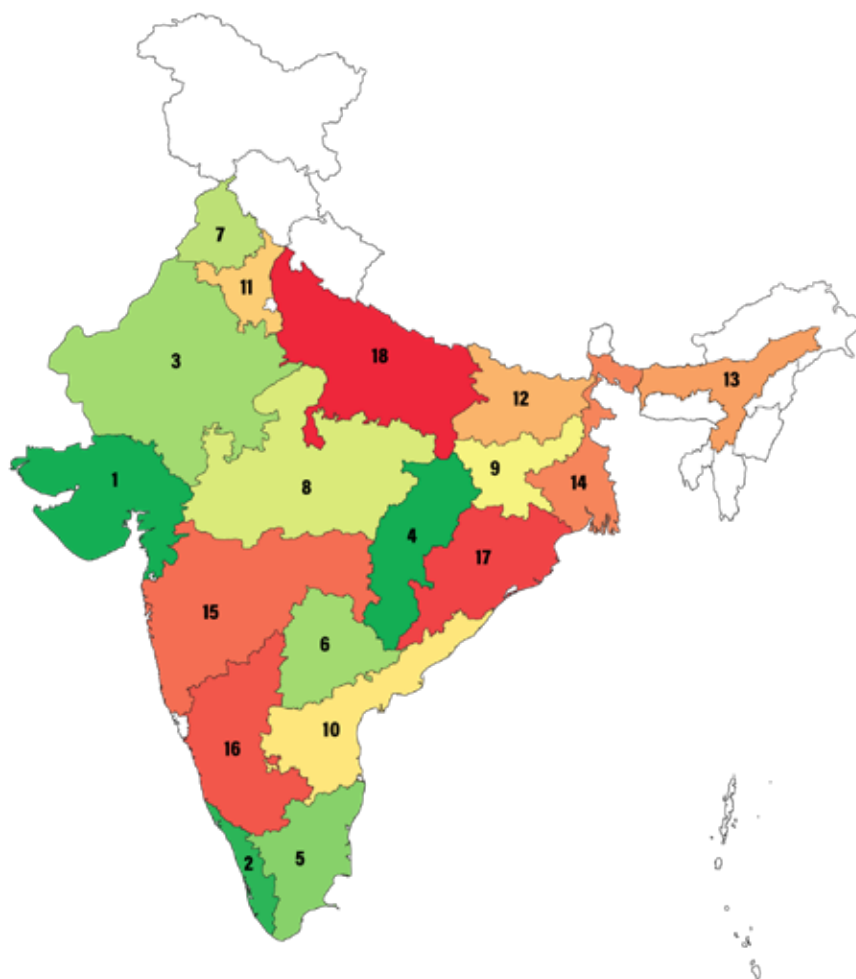
- In the Large States category Gujarat ranks the highest in the Pillar of Equity, followed by Kerala and Rajasthan. Rajasthan is 3rd in the Pillar of Equity, it ranks 11th in the overall PAI 2021 Index. Tamil Nadu and Chhattisgarh are also among the good performing States in both the Pillar of Equity and the overall PAI Index; they have a rank of 2nd and 4th respectively in the PAI 2021 Index, and 5th and 4th in the Pillar of Equity
- Among the poor performers in the Equity Pillar are the States of West Bengal (WB), Maharashtra, Karnataka, Odisha and Uttar Pradesh (UP). Karnataka performs substantially well with a rank of 7th in the PAI 2021 Index, but 16th in the Pillar of Equity slipping four places compared to last year despite a positively moderate performance in the Pillars of Growth and Sustainability
- The State performing consistently in the bottom over the years under the Equity Pillar in the Large States category is Uttar Pradesh. The State places itself in the bottom of the rankings under SDGs 5, 3 and 10
- In the Small States category, Sikkim ranks 1st in the Equity Pillar as well as the overall Index, followed by Meghalaya ranking 2nd and Mizoram ranking 3rd. Similarly, Uttarakhand ranks 9th, Delhi 10th and Arunachal Pradesh 11th
- The driver of Sikkim's performance is its ranking in the theme of Control of Corruption. Delhi has come last in SDG 16 which is also reflecting in its performance in the theme of Rule of Law where it has again come last
- Among Union Territories Puducherry tops, the rankings (also 1st in the overall PAI 2021 Index) followed by Jammu and Kashmir ranking 2nd (improving one rank compared to PAI 2020). Placing at the bottom are Andaman and Nicobar Islands (5th) and Dadra and Nagar Haveli and Daman and Diu (6th)
- Equity Pillar for every category was driven by its performance in SDGs 1, 10 and 16. While for Large States and Small States, SDG 3 too played a key role in their performance. A better livelihood, catering to better access to nutritional attainment for children can boost performance of the States/UTs. The Equity Pillar is proof of the fact that two-third of the country's population which accounts for Women and Children need to be prioritised.



Heat Map - Large states

Top Performers- Gujarat (1.409), Kerala (1.360) and Rajasthan (1.199)

Bottom Performers- Karnataka (-1.161), Odisha (-1.462) and Uttar Pradesh (-1.500)



Rank	Large States	Index
1	Gujarat	1.409
2	Kerala	1.360
3	Rajasthan	1.199
4	Chhattisgarh	1.192
5	Tamil Nadu	0.777
6	Telangana	0.642
7	Punjab	0.618
8	Madhya Pradesh	0.578
9	Jharkhand	-0.022
10	Andhra Pradesh	-0.086
11	Haryana	-0.243
12	Bihar	-0.734
13	Assam	-0.749
14	West Bengal	-0.809
15	Maharashtra	-1.008
16	Karnataka	-1.161
17	Odisha	-1.462
18	Uttar Pradesh	-1.500



EQUITY

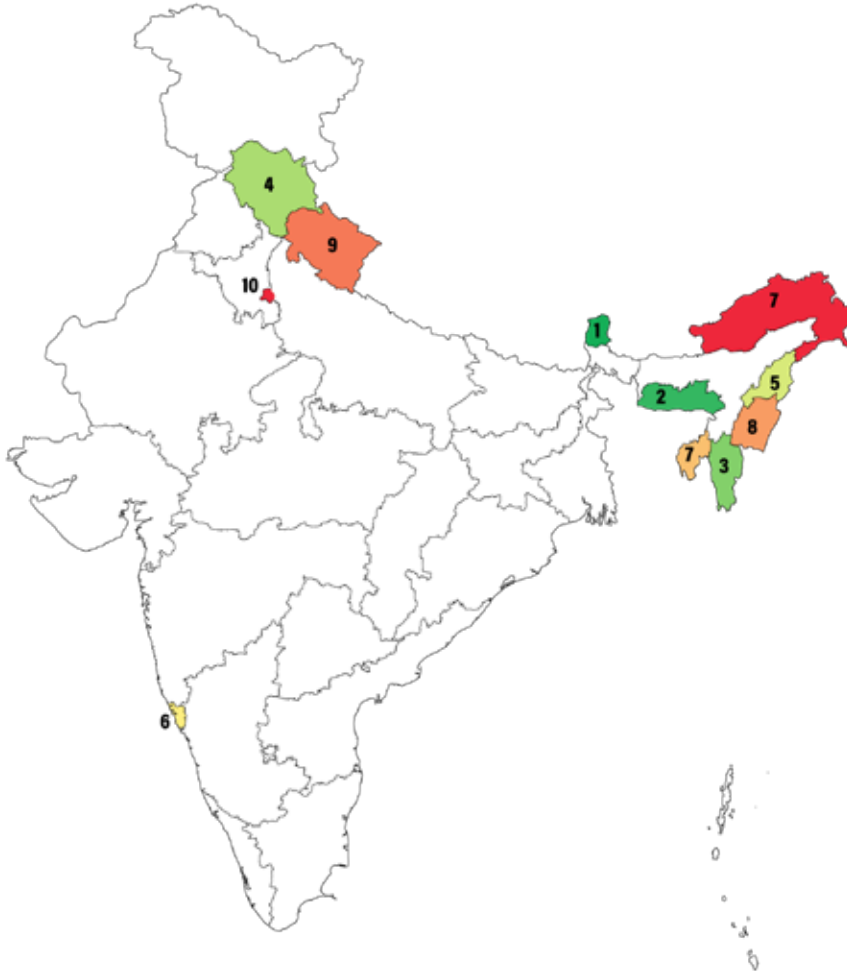
THE EQUITY PRINCIPLE



Heat Map - Small States

Top Performers- Sikkim (1.617), Meghalaya (1.144) and Mizoram (1.123)

Bottom Performers- Uttarakhand (-0.874), Delhi (-1.132) and Arunachal Pradesh (-1.521)



Rank	Small States	Index
1	Sikkim	1.617
2	Meghalaya	1.144
3	Mizoram	1.123
4	Himachal Pradesh	0.446
5	Nagaland	-0.004
6	Goa	-0.126
7	Tripura	-0.251
8	Manipur	-0.422
9	Uttarakhand	-0.874
10	Delhi	-1.132
11	Arunachal Pradesh	-1.521

Highest Index Value

Lowest Index Value



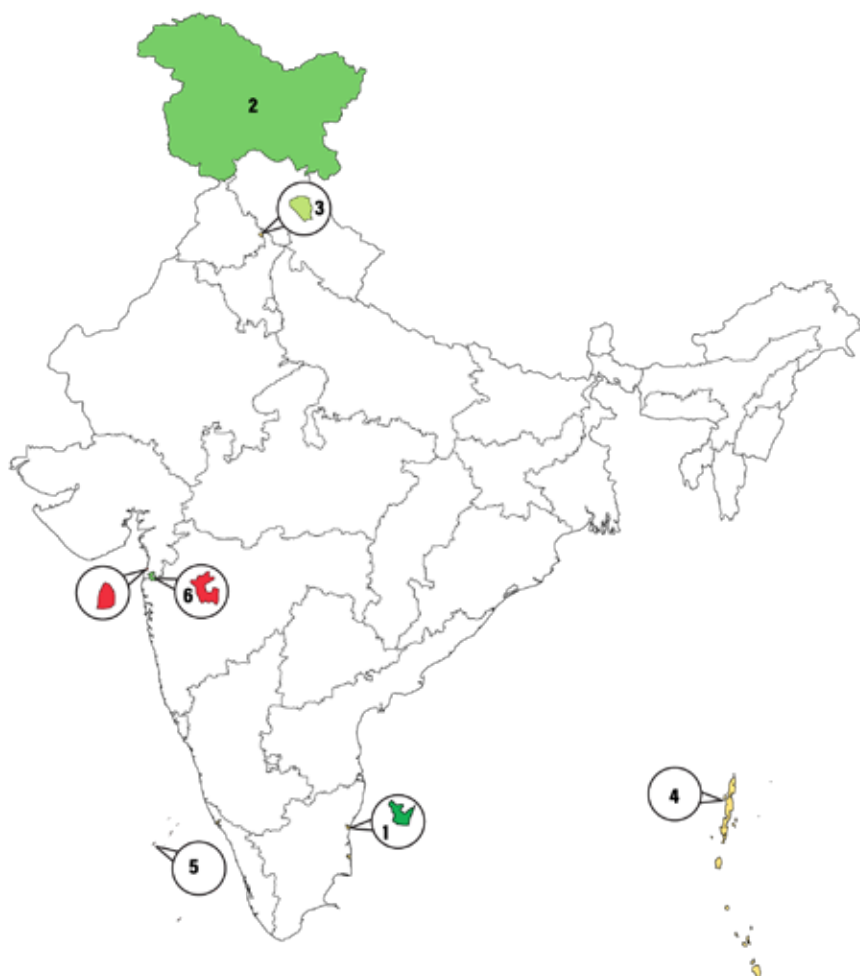
EQUITY



Heat Map - Union Territories

Top Performers- Puducherry (1.182), Jammu and Kashmir (0.705) and Chandigarh (0.628)

Bottom Performers- Lakshadweep (-0.516), Andaman & N. Island (-0.526) and Dadra & Nagar Haveli (-1.473)



Rank	Union Territory	Index
1	Puducherry	1.182
2	Jammu & Kashmir	0.705
3	Chandigarh	0.628
4	Lakshadweep	-0.516
5	Andaman & N. Island	-0.526
6	Dadra & Nagar Haveli	-1.473



EQUITY



Growth in its multidimensional form encompasses the essence of access to and the availability and optimal utilisation of resources. By resources, PAI 2021 refer to human resources, infrastructure and the budgetary allocations. Capacity building of an economy cannot take place if all the key players of growth do not drive development. The multiplier effects of better health care, improved educational outcomes, increased capital accumulation and lower unemployment levels contribute magnificently in the growth and development of the States.

Key Findings

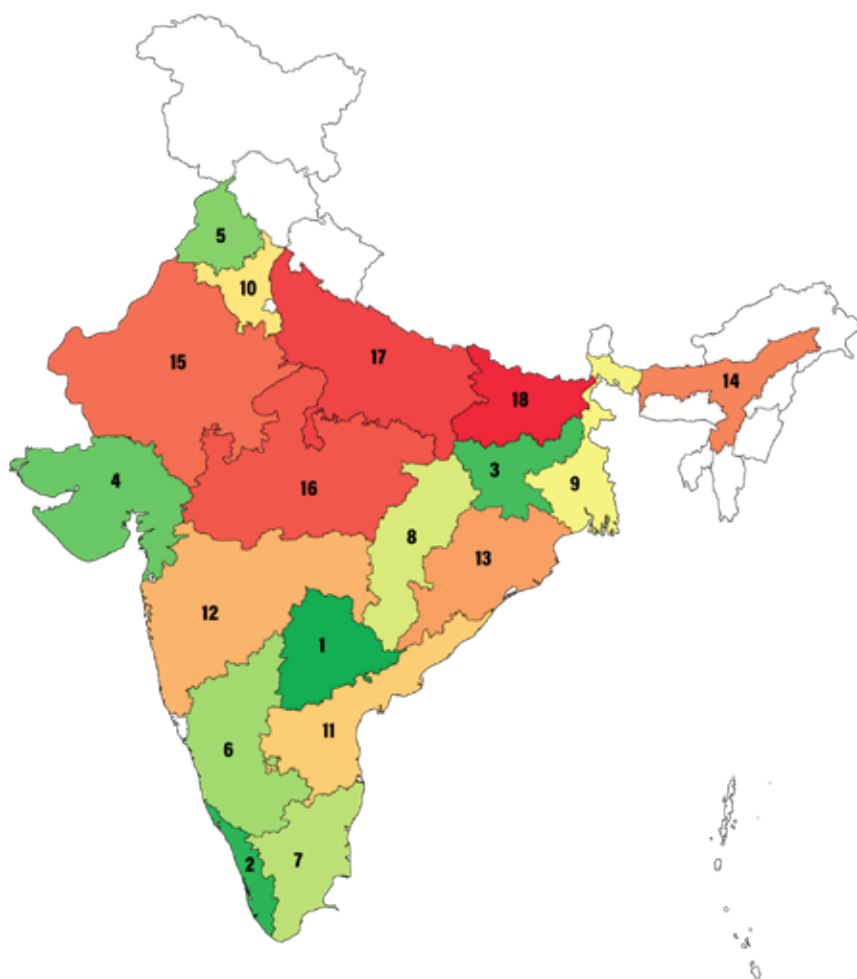
- Telangana, Kerala and Jharkhand, emerge as the best-performing States in the Growth Pillar. Telangana has succeeded Kerala from PAI 2020 in the Growth Pillar, while Karnataka which acquired the 2nd position last year has come down to 6th. A surprise addition to the top performers of the Growth Pillar is Jharkhand which has ranked 3rd, while it ranked 14th in PAI 2020. Madhya Pradesh, Uttar Pradesh and Bihar are poor performers in the Growth Pillar and they also rank at the bottom in the overall Governance Index, a very similar performance to PAI 2020
- Jharkhand's performance is driven by SDG 8 and SDG 9. Bihar ranks 18th in the Growth Pillar and performs poorly in terms of human development indicators. Uttar Pradesh not far behind Bihar ranks 17 in the Growth Pillar. Both these States have performed poorly in SDGs 4, 7 and 2
- In the Small States category Goa ranks 1st, followed by Delhi and Himachal Pradesh. Performing last are Meghalaya, Nagaland and Manipur
- Goa has done well in SDG 6 and 7. It also has attained 2nd rank in SDG 2. On the other hand, Delhi ranks 1st in the SDGs 2,4,7 and 8, while it ranks last in SDG 6
- The UTs ranking of PAI 2021 Puducherry maintains its 1st rank as last year, followed by Dadra Nagar Haveli and Daman and Diu. The poor performers are Chandigarh at 5th rank and Andaman and Nicobar Islands at 6th. Puducherry with a higher positive correlation coefficient dominates the rankings, while Andaman and Nicobar Islands place towards the bottom left corner of the correlation graph
- It has also emerged from the findings of PAI 2021 that structural transformation is a driver of growth, non-farm employment has come out to be a significant driver of the performance of States. States have been able to maintain their balance sheets of surplus and deficit despite the repercussions of the pandemic. States that were severely hit by the pandemic, have redirected their resources towards prioritising containment measures.



Heat Map - Large states

Top Performers- Telangana (1.380), Kerala (1.348) and Jharkhand (0.930)

Bottom Performers- Madhya Pradesh (-1.321), Uttar Pradesh (-1.521) and Bihar (-2.114)



Rank	Large States	Index
1	Telangana	1.380
2	Kerala	1.348
3	Jharkhand	0.930
4	Gujarat	0.805
5	Punjab	0.698
6	Karnataka	0.693
7	Tamil Nadu	0.673
8	Chhattisgarh	0.477
9	West Bengal	0.287
10	Haryana	-0.010
11	Andhra Pradesh	-0.101
12	Maharashtra	-0.201
13	Odisha	-0.556
14	Assam	-0.556
15	Rajasthan	-0.914
16	Madhya Pradesh	-1.321
17	Uttar Pradesh	-1.521
18	Bihar	-2.114



GROWTH

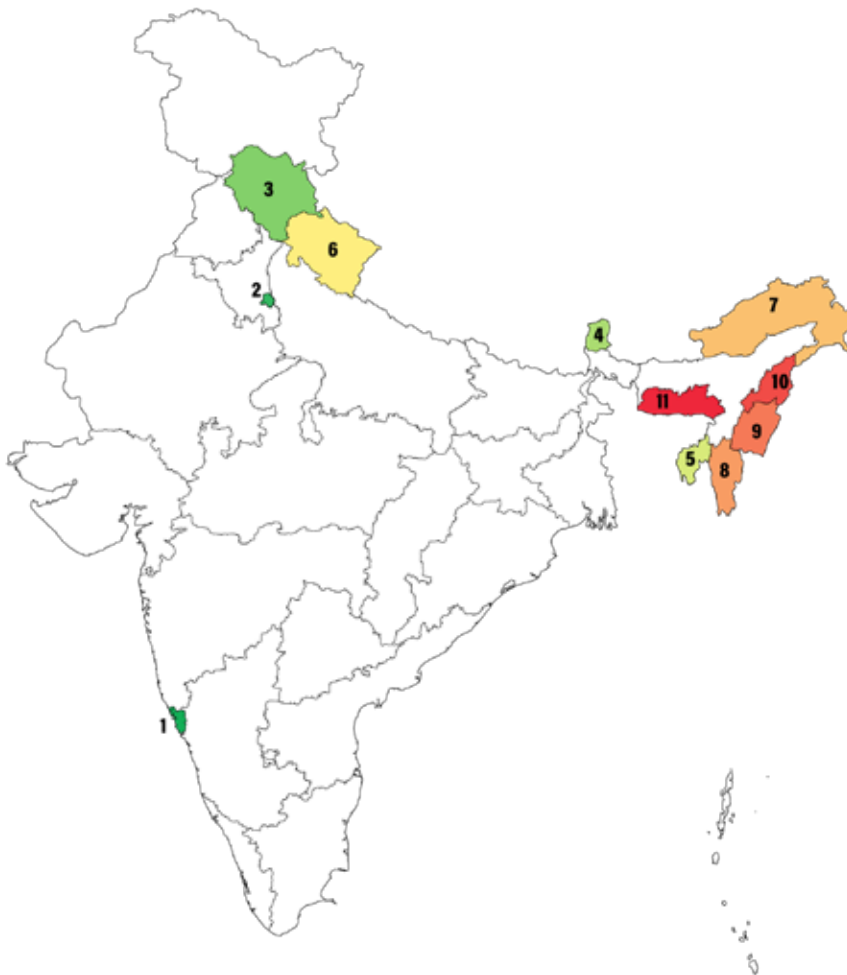
THE GROWTH IMPERATIVE



Heat Map - Small States

Top Performers- Goa (1.533), Delhi (1.334) and Himachal Pradesh (0.745)

Bottom Performers- Manipur (-0.963), Nagaland (-1.187) and Meghalaya (-1.222)



Rank	Small States	Index
1	Goa	1.533
2	Delhi	1.334
3	Himachal Pradesh	0.745
4	Sikkim	0.735
5	Tripura	0.319
6	Uttarakhand	0.004
7	Arunachal Pradesh	-0.625
8	Mizoram	-0.672
9	Manipur	-0.963
10	Nagaland	-1.187
11	Meghalaya	-1.222

Highest Index Value Lowest Index Value

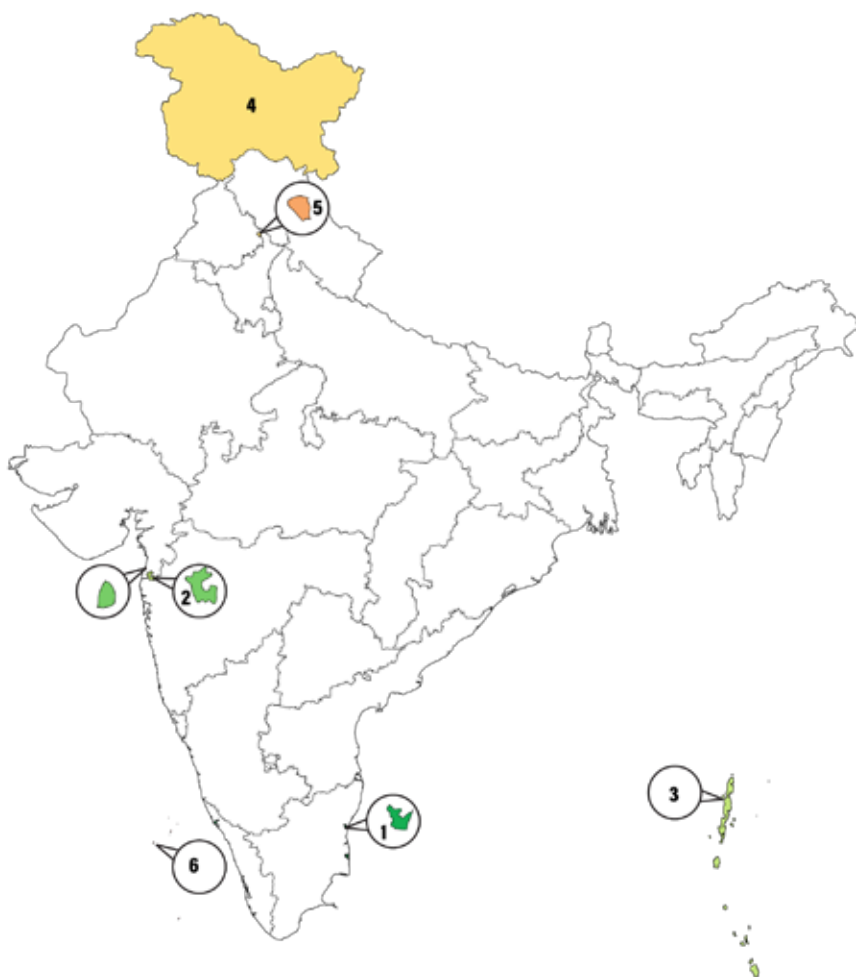
GROWTH



Heat Map - Union Territories

Top Performers- Puducherry (1.160), Dadra & Nagar Haveli and Daman and Diu (0.655) and Lakshadweep (0.566)

Bottom Performers- Jammu & Kashmir (-0.107), Chandigarh (-0.747) and Andaman & N. Island (-1.528)



Rank	Union Territory	Index
1	Puducherry	1.160
2	Dadra & Nagar Haveli	0.655
3	Lakshadweep	0.566
4	Jammu & Kashmir	-0.107
5	Chandigarh	-0.747
6	Andaman & N. Island	-1.528



GROWTH



The Sustainability Pillar analyses the access to and usage of resources that has an impact on environment, economy and humankind. The Pillar subsumes two themes and uses seven indicators to measure the effectiveness of government efforts with regards to Sustainability.

Key Findings

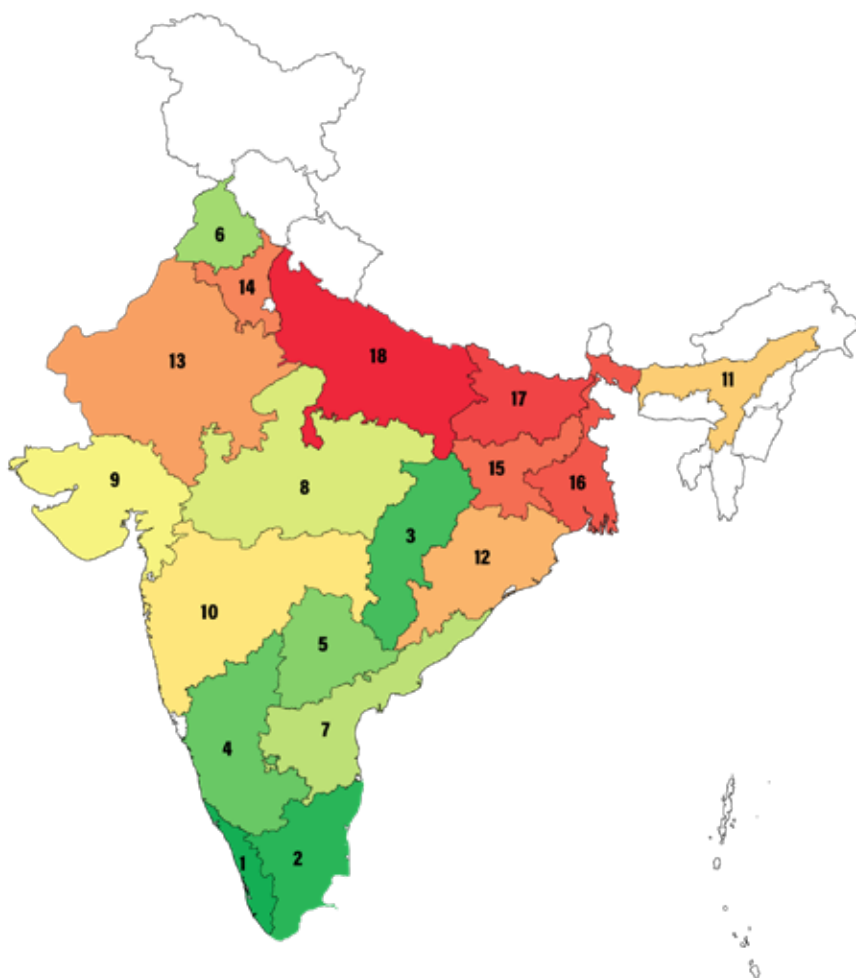
- In the Large States category, the States positioned at 1st and 2nd rank are Kerala and Tamil Nadu, similar to last year. Following Kerala and Tamil Nadu on its pursuit to sustainability is Chhattisgarh improving one place since last year. In line with the last year's sustainability score is the performance of the bottom performers West Bengal at 16th, Bihar at 17th and Uttar Pradesh at 18th rank respectively
- In the Small States category, the States placed at the top are Mizoram, Arunachal Pradesh and Goa ranking 1st, 2nd and 3rd respectively and the States placed at the bottom are Manipur, Uttarakhand and Delhi ranking 9th, 10th and 11th respectively
- Mizoram has improved three places while Arunachal Pradesh has improved remarkably by seven places as compared to their performance in PAI 2020. Goa has slipped two places compared to last year. Manipur has fallen by one place, Uttarakhand improved by one, while Delhi drastically fell from 5th to 11th this year
- This year's Sustainability Pillar's topper in the Union Territory (UT) category is Puducherry, followed by a surprising addition of Jammu and Kashmir at 2nd and Andaman and Nicobar Islands at 3rd position who slipped two ranks after topping this Pillar last year. The bottom performer in this Pillar is Lakshadweep
- Sustainability Pillar does impact significantly in rankings of the States, especially Large States where the correlation coefficients are evidently very highly positive. For States and UTs to attain holistic development, they need to ensure ease of living through keeping in check the pollution levels and also do not ignore the factor of cleanliness through solid waste management.



Heat Map - Large states

Top Performers- Kerala (2.146), Tamil Nadu (1.241) and Chhattisgarh (0.946)

Bottom Performers- West Bengal (-1.137), Bihar (-1.181) and Uttar Pradesh (-1.234)



Rank	Large States	Index
1	Kerala	2.146
2	Tamil Nadu	1.241
3	Chhattisgarh	0.946
4	Karnataka	0.832
5	Telangana	0.652
6	Punjab	0.614
7	Andhra Pradesh	0.419
8	Madhya Pradesh	0.403
9	Gujarat	0.132
10	Maharashtra	0.128
11	Assam	-0.072
12	Odisha	-0.713
13	Rajasthan	-1.015
14	Haryana	-1.039
15	Jharkhand	-1.122
16	West Bengal	-1.137
17	Bihar	-1.181
18	Uttar Pradesh	-1.234

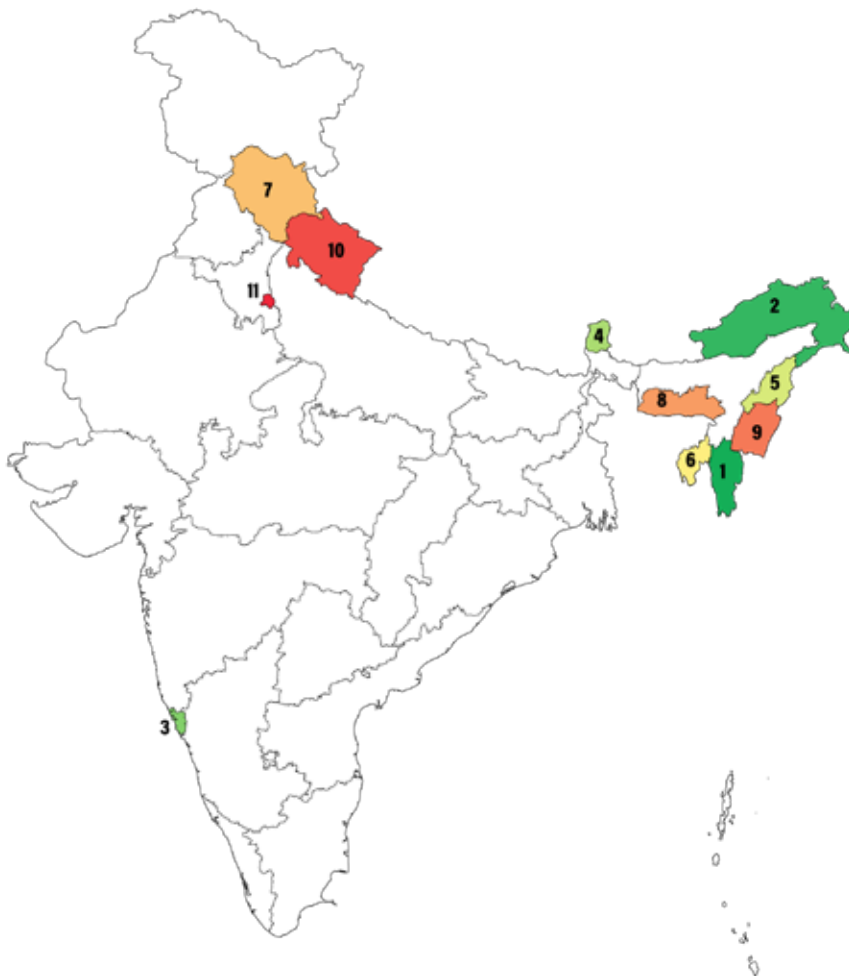


SUSTAINABILITY



Heat Map - Small States

Top Performers- Mizoram (1.525), Arunachal Pradesh (1.371) and Goa (0.836)
Bottom Performers- Manipur (-0.965), Uttarakhand (-1.059) and Delhi (-1.629)



Rank	Small States	Index
1	Mizoram	1.525
2	Arunachal Pradesh	1.371
3	Goa	0.836
4	Sikkim	0.369
5	Nagaland	0.242
6	Tripura	-0.095
7	Himachal Pradesh	-0.237
8	Meghalaya	-0.358
9	Manipur	-0.965
10	Uttarakhand	-1.059
11	Delhi	-1.629

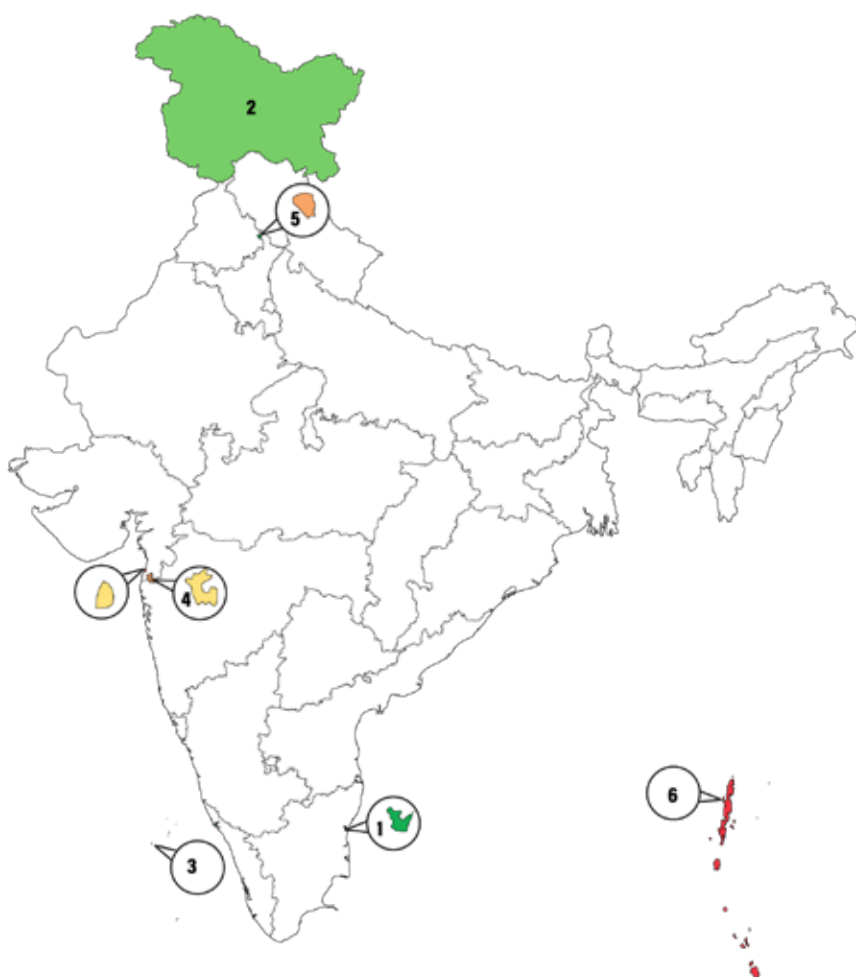
Highest Index Value Lowest Index Value



Heat Map - Union Territories

Top Performers- Puducherry (1.693), Jammu and Kashmir (0.590) and Andaman & N. Island (-0.032)

Bottom Performers- Dadra and Nagar Haveli and Daman and Diu (-0.517), Chandigarh (-0.776) and Lakshadweep (-0.957)



Rank	Union Territory	Index
1	Puducherry	1.693
2	Jammu & Kashmir	0.590
3	Andaman & N. Island	-0.032
4	Dadra & Nagar Haveli	-0.517
5	Chandigarh	-0.776
6	Lakshadweep	-0.957

Highest Index Value Lowest Index Value

SUSTAINABILITY

The Curious Case Of The Delta

The Delta Analysis presents the results on the State performance on year-on-year improvement. The rankings are measured as the Delta value over the last five to 10 years of data available for 12 Key Development Indicators (KDI). In PAI 2021, 12 indicators across the three Pillars of Equity (five indicators), Growth (five indicators) and Sustainability (two indicators). These KDIs are the outcome indicators crucial to assess Human Development. The Performance in the Delta Analysis is then compared to the Overall PAI 2021 Index.

Key Findings

- In the Large States category (overall), Chhattisgarh ranks 1st, followed by Odisha and Telangana, whereas, towards the bottom are Maharashtra at 16th, Assam at 17th and Gujarat at 18th. Gujarat is one State that has seen startling performance ranking 5th in the PAI 2021 Index outperforming traditionally good performing States like Andhra Pradesh and Karnataka, but ranks last in terms of Delta
- In the Small States category (overall), Nagaland tops, followed by Mizoram and Tripura. Towards the tail end of the overall Delta ranking is Uttarakhand (9th), Arunachal Pradesh (10th) and Meghalaya (11th). Nagaland despite being a poor performer in the PAI 2021 Index has come out to be the top performer in Delta, similarly, Mizoram's performance in Delta is also reflected in its ranking in the PAI 2021 Index
- In terms of Equity, in the Large States category, Chhattisgarh has the best Delta rate on Equity indicators, this is also reflected in the performance of Chhattisgarh in the Equity Pillar where it ranks 4th. Following Chhattisgarh is Odisha ranking 2nd in Delta-Equity ranking, but ranks 17th in the Equity Pillar of PAI 2021. Telangana ranks 3rd in Delta-Equity ranking even though it is not a top performer in this Pillar in the overall PAI 2021 Index. Jharkhand (16th), Uttar Pradesh (17th) and Assam (18th) rank at the bottom with Uttar Pradesh's performance in line with the PAI 2021 Index
- In terms of Equity in the Small States, Delhi, Manipur and Nagaland are the top three performers. Delhi and Manipur turning out to be top performers in Delta ranking points to the fact that the States have been taking conscious steps in addressing the Equity related problem in the State. Mizoram this year has turned out to be a significantly improved State
- In terms of the Growth Pillar for Large States, Telangana tops both on the rankings in the Growth Pillar of the PAI 2021 Index as well as Delta Analysis. Following Telangana are Kerala and West Bengal. Towards the bottom are Madhya Pradesh (16th), Maharashtra (17th) and Gujarat (18th)
- In terms of the Growth Pillar in the Small States category, Nagaland tops, followed by Sikkim (also reflected in the PAI 2021 ranking). Himachal Pradesh, Uttarakhand and Meghalaya rank at the bottom with a negative score.
- In terms of Sustainability, in Large States Tamil Nadu, Kerala and Odisha, show the largest growth in Delta. Telangana, Assam and Andhra Pradesh find places towards the bottom of the Delta rankings.
- In Small States, Mizoram, Himachal Pradesh and Tripura top while Delhi, Meghalaya and Arunachal Pradesh feature at the bottom
- Odisha and Nagaland have shown the best year-on-year improvement under 12 Key Development indicators.

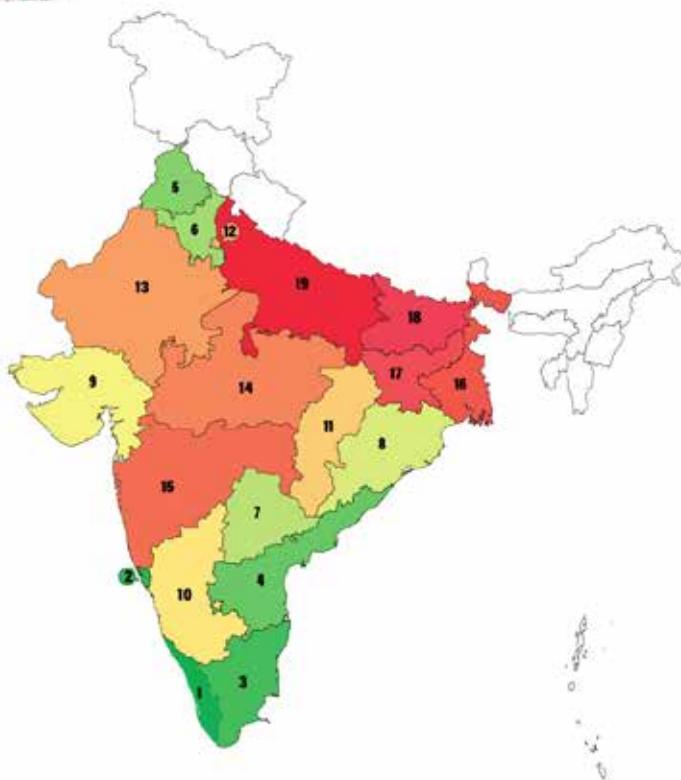


The Scheme Analysis adds an additional dimension to ranking of the States on their governance. It attempts to complement the Governance Model by trying to understand the developmental activities undertaken by State Governments in the form of schemes. It also tries to understand whether better performance of States in schemes reflect in better governance. The Centrally Sponsored schemes that were analysed are National Health Mission (NHM), Umbrella Integrated Child Development Services scheme (ICDS), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Samagra Shiksha Abhiyan (SmSA) and Mid-Day Meal Scheme (MDMS). The scheme analysis, with an exception for the ICDS, has adopted a time-series based model using four years' data in the case of NHM and MDMS and five years' data in the case of MGNREGS and SmSA. The time series data has been compiled using the rolling median method.

National Health Mission (NHM)

Key Findings

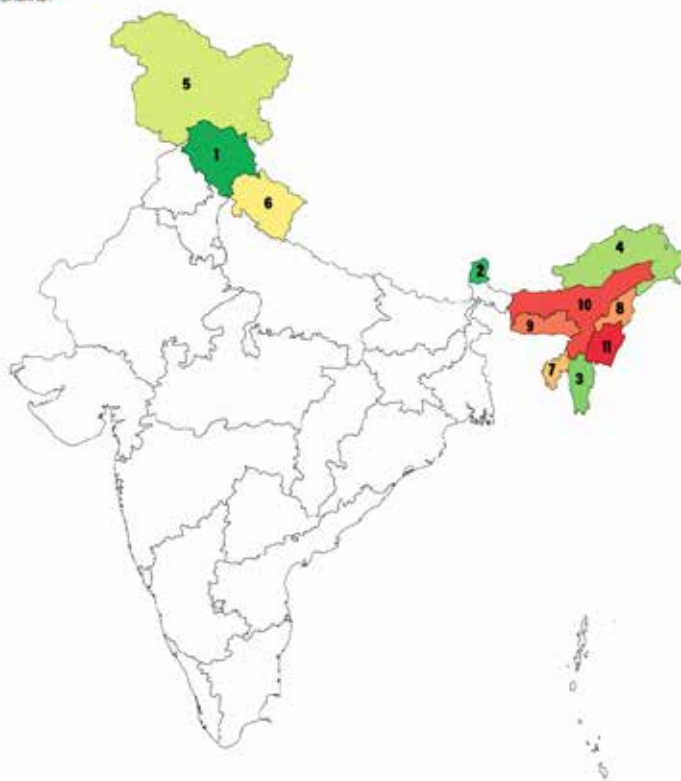
- In the 60:40 division States, the top three performers are Kerala, Goa and Tamil Nadu and, the bottom three performers are Uttar Pradesh, Jharkhand and Bihar. Among 60:40 division States, of all themes that contribute to the Index, Coverage and Access influences the overall Index the most
- Among the top three performers, Kerala shows consistent top performance in themes of Access (3rd), Coverage (3rd), Availability (3rd) and Utilisation (1st). Goa, on the other hand consistently stood second in Access, Coverage and Availability; however, ranked 14 out of the total 19 in Utilisation
- In the case of Tamil Nadu, consistent good performance is seen in terms of Access (1st), Coverage (4th) and Utilisation (3rd); but the State showed poor performance in the theme of Availability (12th)
- In the 90:10 division States, the top three performers were Himachal Pradesh, Sikkim and Mizoram; and, the bottom three performers are Manipur, Assam and Meghalaya.
- The top performers in the NHM Index were in the top 50th percentile in the Governance model as well. Performance in the theme of Access contributes the most to the overall index. The top three States simultaneously performed well in the theme of Access; Himachal Pradesh came second, Sikkim stood fifth and Mizoram stood third
- The bottom three performers in the overall Index showed simultaneous poor performance in the theme of Access, thereby influencing the overall rank. The analysis of the performance of Manipur in the various themes showed consistent poor performance in Access (11th), Coverage (10th) and Utilisation (11th) despite decent performance in Availability (5th).


NHM


Rank	Large States	Index
1	Kerala	1.495
2	Goa	1.170
3	Tamil Nadu	0.892
4	Andhra Pradesh	0.493
5	Punjab	0.438
6	Haryana	0.31
7	Telangana	0.205
8	Odisha	0.056
9	Gujarat	-0.041
10	Karnataka	-0.046
11	Chhattisgarh	-0.081
12	Delhi	-0.158
13	Rajasthan	-0.178
14	Madhya Pradesh	-0.466
15	Maharashtra	-0.482
16	West Bengal	-0.700
17	Jharkhand	-0.719
18	Bihar	-1.046
19	Uttar Pradesh	-1.146

Highest Index Value Lowest Index Value

Scheme Index Overall Ranking 60:40


NHM


Rank	Small States	Index
1	Himachal Pradesh	0.840
2	Sikkim	0.604
3	Mizoram	0.354
4	Arunachal Pradesh	0.326
5	Jammu & Kashmir	0.161
6	Uttarakhand	0.029
7	Tripura	-0.277
8	Nagaland	-0.350
9	Meghalaya	-0.379
10	Assam	-0.388
11	Manipur	-0.960

Highest Index Value Lowest Index Value

Scheme Index Overall Ranking 90:10

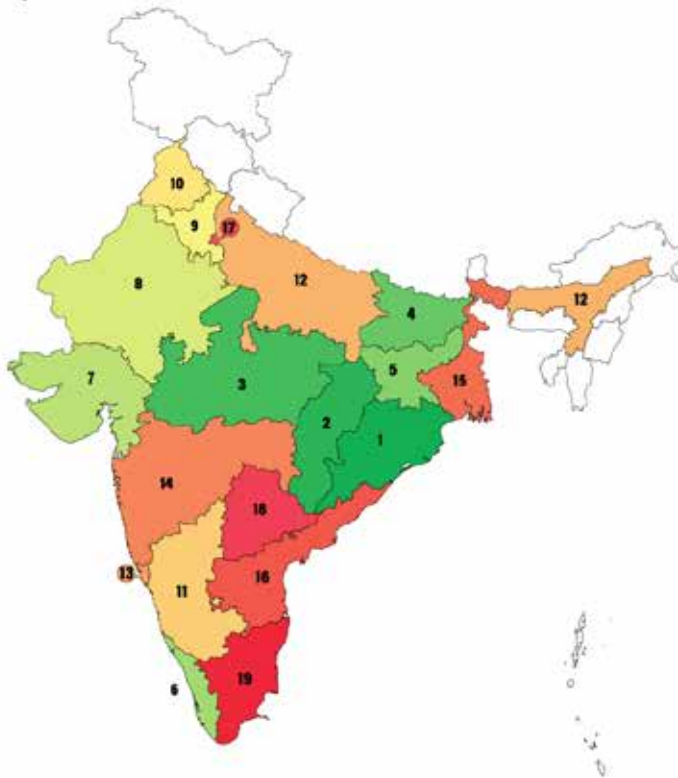
INTEGRATED CHILD DEVELOPMENT SERVICES (ICDS)

Key Findings

- Among the 60:40 division States, Orissa, Chhattisgarh and Madhya Pradesh are the top three performers and Tamil Nadu, Telangana and Delhi appear as the bottom three performers. For 60:40 division States, the performance of the State in the theme of Access and Coverage influences the overall Index the most
- The top performers in the overall Index appeared as the top three in Access and top four in Coverage
- Among the 90:10 division States, the top three performers are Manipur, Arunachal Pradesh and Nagaland; and, the bottom three performers are Jammu and Kashmir, Uttarakhand and Himachal Pradesh
- The performance of the State in the theme of Utilisation, Coverage and Accessibility influences the overall Index the most. Unlike what was observed in the case of 60:40 division States, Utilisation holds the strongest influence
- The top three performers in 90:10 division States are also top three performers in the theme of utilisation. The bottom three performers in the overall Index appear in the bottom four in utilisation.



ICDS



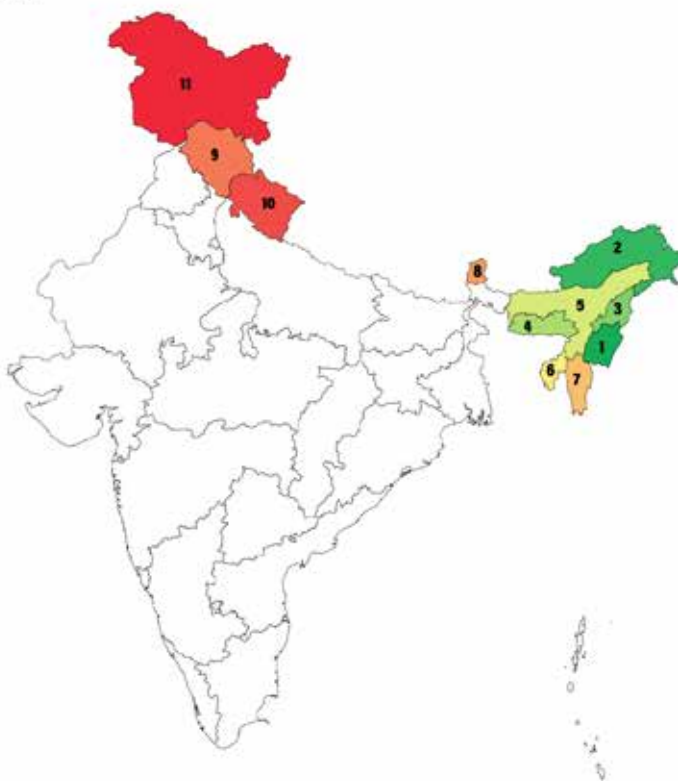
Rank	Large States	Index
1	Odisha	1.285
2	Chhattisgarh	1.191
3	Madhya Pradesh	0.884
4	Bihar	0.316
5	Jharkhand	0.275
6	Kerala	0.240
7	Gujarat	0.221
8	Rajasthan	0.136
9	Haryana	-0.018
10	Punjab	-0.023
11	Karnataka	-0.090
12	Uttar Pradesh	-0.313
13	Goa	-0.358
14	Maharashtra	-0.362
15	West Bengal	-0.483
16	Andhra Pradesh	-0.490
17	Delhi	-0.504
18	Telangana	-0.790
19	Tamil Nadu	-1.115

Higher Index Value Lowest Index Value

Scheme Index Overall Ranking 60:40



ICDS



Rank	Small States	Index
1	Manipur	1.237
2	Arunachal Pradesh	0.901
3	Nagaland	0.712
4	Meghalaya	0.299
5	Assam	0.011
6	Tripura	-0.141
7	Mizoram	-0.196
8	Sikkim	-0.454
9	Himachal Pradesh	-0.493
10	Uttarakhand	-0.643
11	Jammu & Kashmir	-1.238

Higher Index Value Lowest Index Value

Scheme Index Overall Ranking 90:10

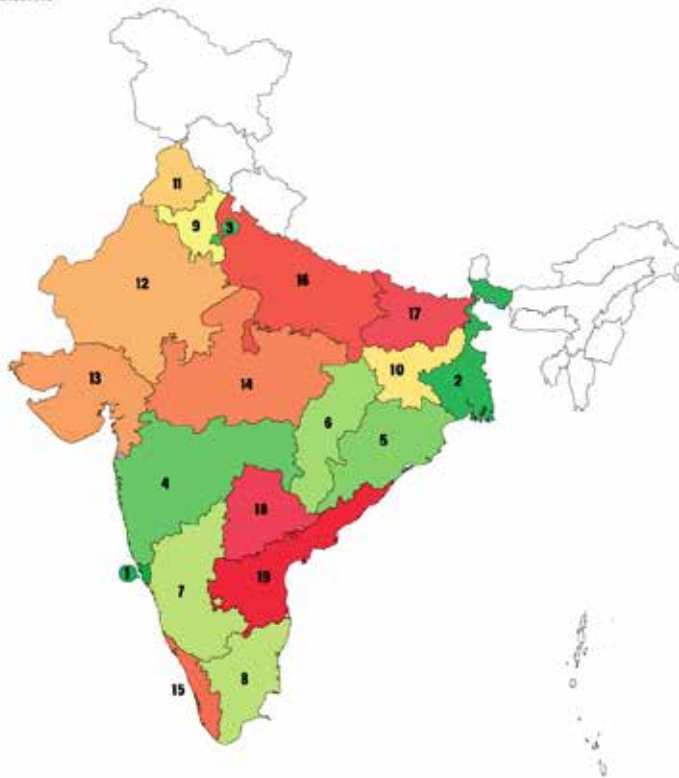
MID- DAY MEAL SCHEME (MDMS)

Key Findings

- Among the 60:40 division States, Goa, West Bengal and Delhi appear as the top three performers and Andhra Pradesh, Telangana and Bihar appear as the bottom three performers. Out of the top three performers, Delhi and Goa exhibits low dropout rates; 3.6% and 2.3% respectively. Among the poor performers, Bihar, with dropout rate of 26.9% appears in the bottom three performers; third to Haryana (77.8%) and Jharkhand (28.3%)
- Telangana's worst performance in the Access, despite average performance in Coverage (11th), Availability (11th) and Utilisation (9th), pushed its overall rank to 18 out of the 19 States in the category. Andhra Pradesh, on the other hand, has shown consistent poor performance in Access (18th), Coverage (17th), and Utilisation (18th), with the exceptional better performance in Availability (8th)
- Among the 90:10 division States, Mizoram, Himachal Pradesh and Tripura were the top three performers and Jammu & Kashmir, Nagaland and Arunachal Pradesh were the bottom three performers. Out of the top three performers, Himachal Pradesh and Tripura also showed low dropout rates; 1.3% and 7.8% respectively. Among the poor performers, Nagaland and Arunachal Pradesh also had high dropout rates; 35.5% and 34.9% respectively. Nagaland had a low GER at elementary level.



MDMS



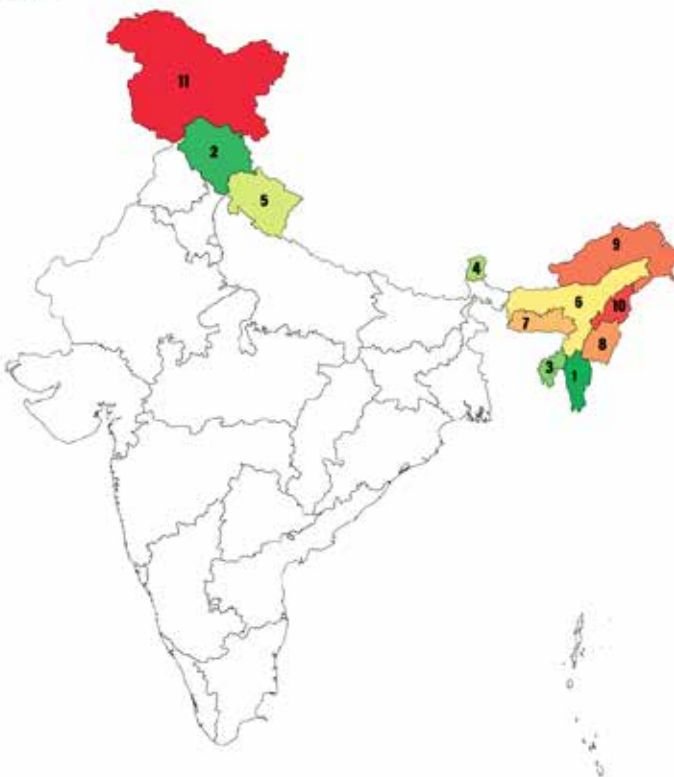
Rank	Large States	Index
1	Goa	1.444
2	West Bengal	0.510
3	Delhi	0.389
4	Maharashtra	0.283
5	Odisha	0.280
6	Chhattisgarh	0.213
7	Karnataka	0.162
8	Tamil Nadu	0.117
9	Haryana	0.086
10	Jharkhand	-0.002
11	Punjab	-0.080
12	Rajasthan	-0.101
13	Gujarat	-0.107
14	Madhya Pradesh	-0.202
15	Kerala	-0.334
16	Uttar Pradesh	-0.425
17	Bihar	-0.610
18	Telangana	-0.621
19	Andhra Pradesh	-0.833

Highest Index Value Lowest Index Value

Scheme Index Overall Ranking 60:40



MDMS



Rank	Small States	Index
1	Mizoram	0.722
2	Himachal Pradesh	0.715
3	Tripura	0.593
4	Sikkim	0.573
5	Uttarakhand	0.067
6	Assam	-0.067
7	Meghalaya	-0.323
8	Manipur	-0.329
9	Arunachal Pradesh	-0.346
10	Nagaland	-0.451
11	Jammu & Kashmir	-1.155

Highest Index Value Lowest Index Value

Scheme Index Overall Ranking 90:10

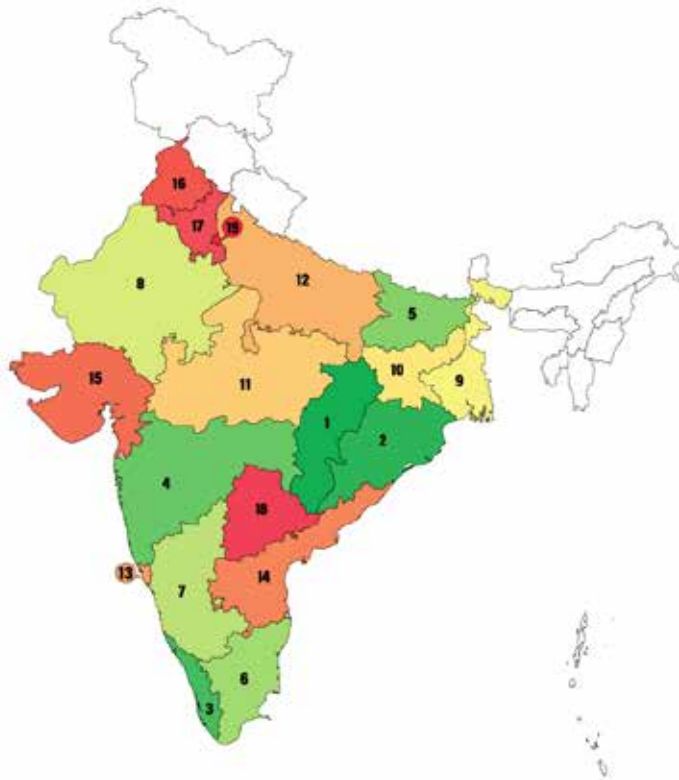
SAMAGRA SHIKSHA ABHIYAN (SMSA)

Key Findings

- West Bengal, Bihar and Tamil Nadu were the top three States amongst the 60:40 division States; while Haryana, Punjab and Rajasthan appeared as the bottom three performers
- In the case of 90:10 division States, Mizoram, Assam and Tripura were the top three performers and Nagaland, Jammu & Kashmir and Uttarakhand featured as the bottom three
- In the SmSA Index, among 60:40 division States, the States with PTR less than 21 are Haryana, Punjab, Goa and Kerala; Uttar Pradesh, Bihar and Jharkhand showed PTR more than 40.
- Among the 90:10 division States, the average PTR was much lower than the 60:40 category States; all the States had PTR below 20
- Correlation analysis shows that Utilisation is the highest contributor to the overall Index.
- This could be because education inherently requires expenditure on material and immaterial goods like school books, school infrastructure and salary of staff.



SmSA



Rank	Large States	Index
1	Chhattisgarh	0.907
2	Odisha	0.639
3	Kerala	0.574
4	Maharashtra	0.444
5	Bihar	0.242
6	Tamil Nadu	0.234
7	Karnataka	0.222
8	Rajasthan	0.129
9	West Bengal	0.068
10	Jharkhand	-0.044
11	Madhya Pradesh	-0.119
12	Uttar Pradesh	-0.222
13	Goa	-0.254
14	Andhra Pradesh	-0.302
15	Gujarat	-0.326
16	Punjab	-0.330
17	Haryana	-0.427
18	Telangana	-0.570
19	Delhi	-0.775

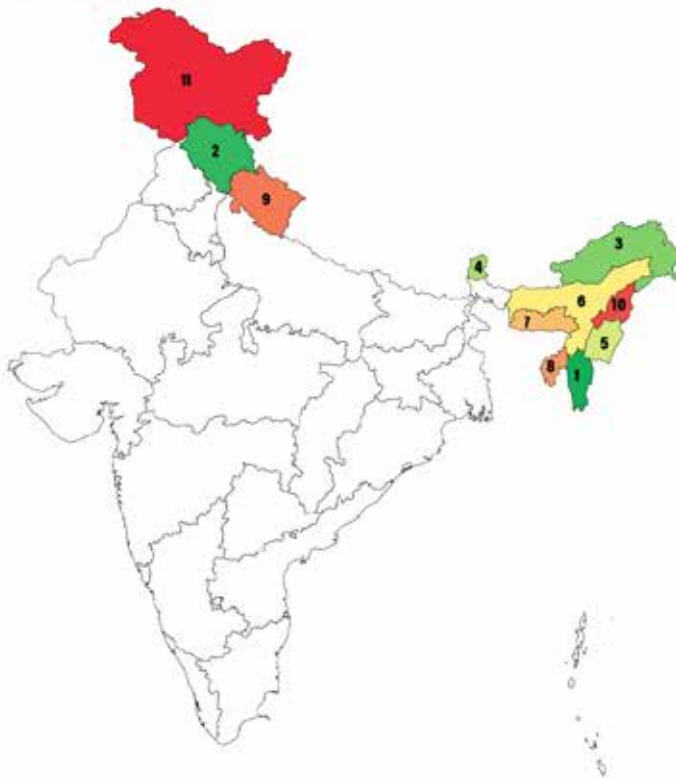
Highest Index Value Lowest Index Value

**Scheme Index
Overall Ranking**

60:40



SmSA



Rank	Small States	Index
1	Mizoram	0.840
2	Himachal Pradesh	0.591
3	Arunachal Pradesh	0.555
4	Sikkim	0.194
5	Manipur	0.026
6	Assam	-0.037
7	Meghalaya	-0.166
8	Tripura	-0.257
9	Uttarakhand	-0.484
10	Nagaland	-0.509
11	Jammu & Kashmir	-0.608

Highest Index Value Lowest Index Value

**Scheme Index
Overall Ranking**

90:10

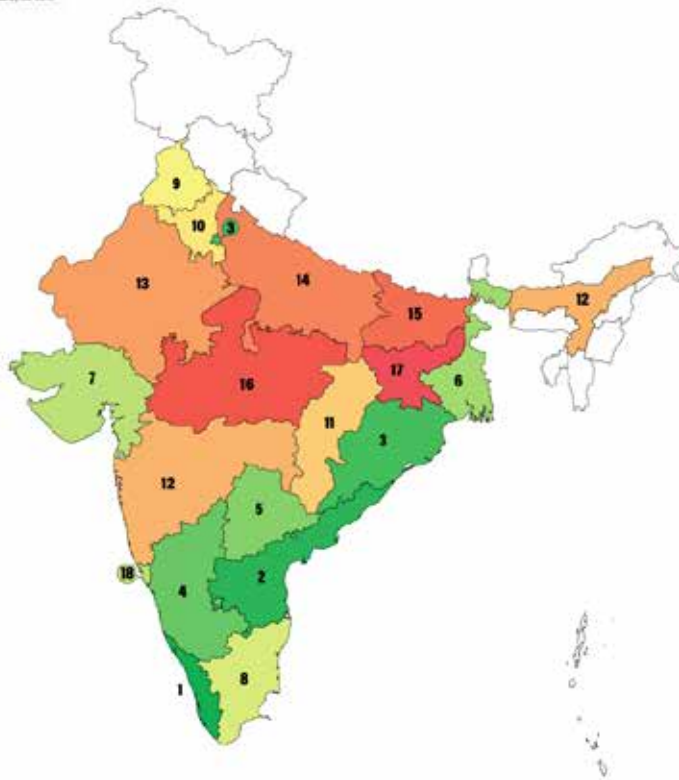
MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME (MGNREGS)

Key Findings

- Among the 60:40 division States, the top three performers are Kerala, Andhra Pradesh and Orissa and the bottom three performers are Madhya Pradesh, Jharkhand and Goa
- All States in 60:40 division States except Kerala that came in the top six under the theme of Utilisation fall in the bottom 50 percentile in the overall performance in MGNREGS
- Despite good performance in the theme of Utilisation, States like Uttar Pradesh, Bihar and Jharkhand show poor performance in terms of Access, Coverage and Availability
- Theme of Access showed maximum impact to the overall index. Evidently, the top three States in the overall rank – Kerala, Andhra Pradesh and Orissa – showed good performance in the theme of Access as well
- In the 90:10 division States, the top three performers are Mizoram, Sikkim and Nagaland and the bottom three performers are Manipur and Assam. Themes of Access and Availability showed maximum impact to the overall index. Nagaland ranked third in the overall rank and was a consistent member of the top three performers in the themes of Access (3rd), Coverage (1st) and Availability (2nd).



MGNREGS



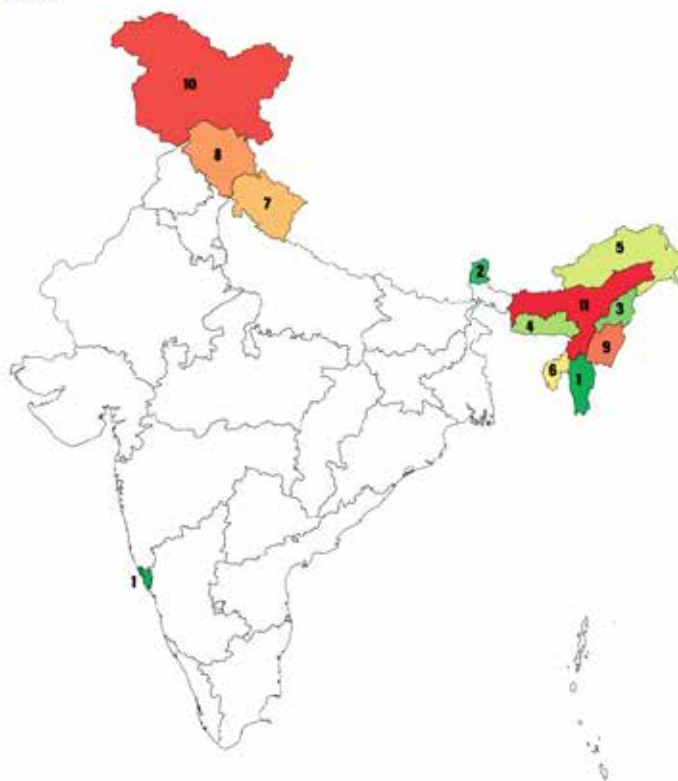
Rank	Large States	Index
1	Kerala	0.649
2	Andhra Pradesh	0.510
3	Odisha	0.366
4	Karnataka	0.327
5	Telangana	0.289
6	West Bengal	0.286
7	Gujarat	0.236
8	Tamil Nadu	0.229
9	Punjab	0.197
10	Haryana	0.151
11	Chhattisgarh	-0.044
12	Maharashtra	-0.125
13	Rajasthan	-0.146
14	Uttar Pradesh	-0.159
15	Bihar	-0.465
16	Madhya Pradesh	-0.502
17	Jharkhand	-0.590
18	Goa	-0.779

Highest Index Value Lowest Index Value

Scheme Index Overall Ranking 60:40



MGNREGS



Rank	Small States	Index
1	Mizoram	0.939
2	Sikkim	0.663
3	Nagaland	0.546
4	Meghalaya	0.479
5	Arunachal Pradesh	0.037
6	Tripura	-0.095
7	Uttarakhand	-0.125
8	Himachal Pradesh	-0.250
9	Manipur	-0.346
10	Jammu & Kashmir	-0.661
11	Assam	-0.886

Highest Index Value Lowest Index Value

Scheme Index Overall Ranking 90:10

This Index is an attempt to rank Indian States on their response to the pandemic ever since the first case was detected in the country till March 31, 2021. The index subsumes two thematic areas – Preparedness and Containment. Pandemic Preparedness is a continuous process of planning, exercising, revising and translating into action national and sub-national pandemic preparedness and response plans whereas containment relies on strategies aimed at detecting cases early by adopting suitable testing strategies, isolation of cases, contacts and providing adequate treatment.

Key Findings

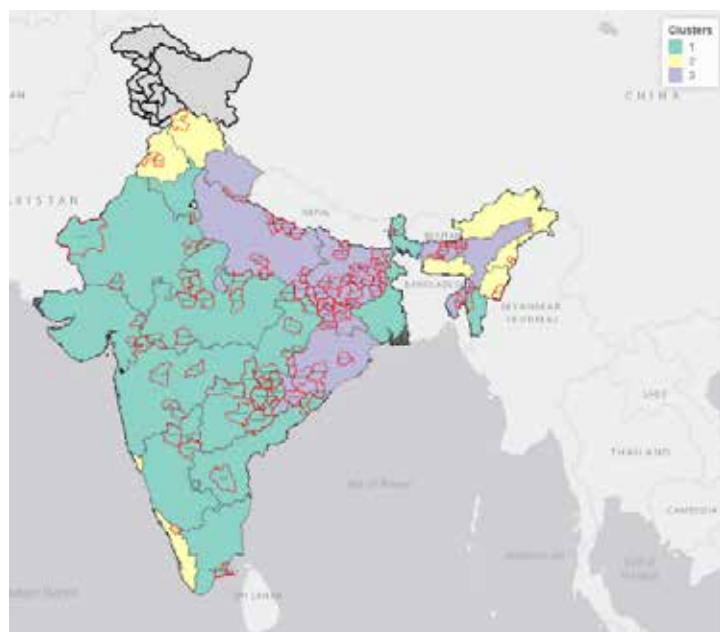
- The rankings of the Large States are comparable to the findings of the Governance Index given a positive correlation between the indices scores
- The performance of the States in the Preparedness Response are influenced by their health infrastructure characterised by the number of doctors, hospital beds and their allocation of State budget to health
- The States which have emerged as the top performers in the COVID-19 Response Index have shown better performance in the pillar of growth under SDG 3 which deals with Health and Well-being which justifies their performance under the theme of Containment
- Four out of the top 5 positions in the index are occupied by the Southern States. Kerala, Tamil Nadu and Andhra Pradesh occupy the top 3 spots due to their consistent performance across both the pillars while Karnataka ranks 5th due to its moderately good performance in the theme of Preparedness
- The evident trend that has been observed in the COVID-19 Response Index is the ranking of States which have a relatively poor economic and financial status. These are the States which have a low per-capita Gross State Domestic Product (GSDP), such as Bihar, Jharkhand, Uttar Pradesh, and Madhya Pradesh. These States have performed comparatively well in the theme of Containment, however, that may be due to the cyclical nature of the problem of poor health infrastructure, leading to low detection of COVID-19 cases, low caseloads and subsequently low death records
- The performance of Small States however, are contrary to their rankings in the Governance Index
- Goa which ranks second in the Governance Index, it ranks last in the COVID-19 Response Index. Their poor ranking is contributed largely by its substantially weak performance in the Containment measures, though it has performed substantially well in the theme of Preparedness where it ranks third among the other Small States
- On the contrary, Delhi is a top performer due to its strong performance in Preparedness, however, it ranks 10th among the 11 Small States due to its Containment efforts. The State allocates 11.42% of its budget to health, which is the highest in terms of all Large and Small States combined. Its performance in Containment is due to its high caseload and subsequently higher number of deaths in the city.

The Epilogue - Cluster Analysis

The PAI 2021 conducted a Cluster Analysis, an unsupervised machine learning technique to group data points depicting similar behaviour and uncover hidden patterns. Agglomerative Hierarchical Clustering was applied on the 43 indicators of the PAI Governance Model to classify the natural clusters among the States. The intent of this concluding chapter of PAI 2021 is to present a Cluster Analysis of the performance of the States to highlight how important it is to focus attention on those States that are weighing down the national aggregate performance and address the emerging gaps – technical, economic and social.

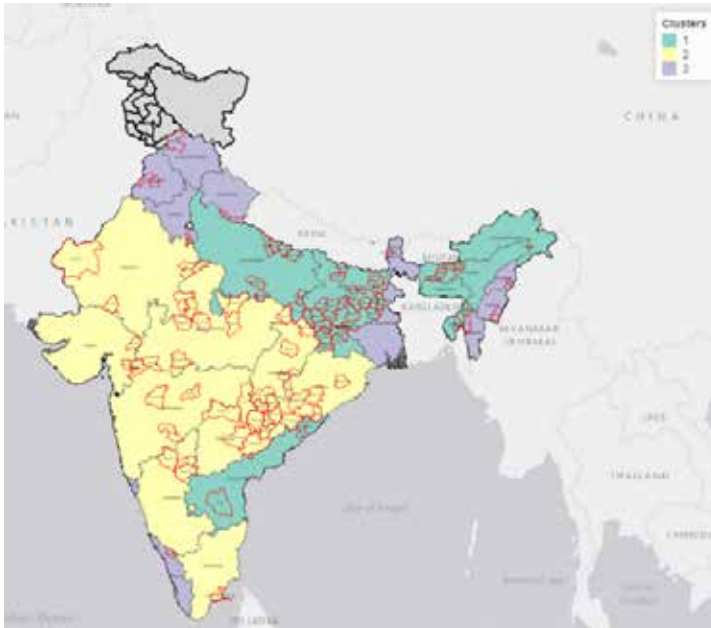
Key Findings

- First, the progress made by these States on some specific indicators has outpaced some of the high performing States. In contrast some of the traditionally 'developed' States are showing signs of slowing down on some aspects of development
- Second, despite the Aspirational Districts initiative, like in the previous years, the evidence that PAI 2021 generates points to persistent and structural inequality concentrated in certain geographies. These populations must receive targeted and coherent policy attention and participatory and coordinated programmatic interventions



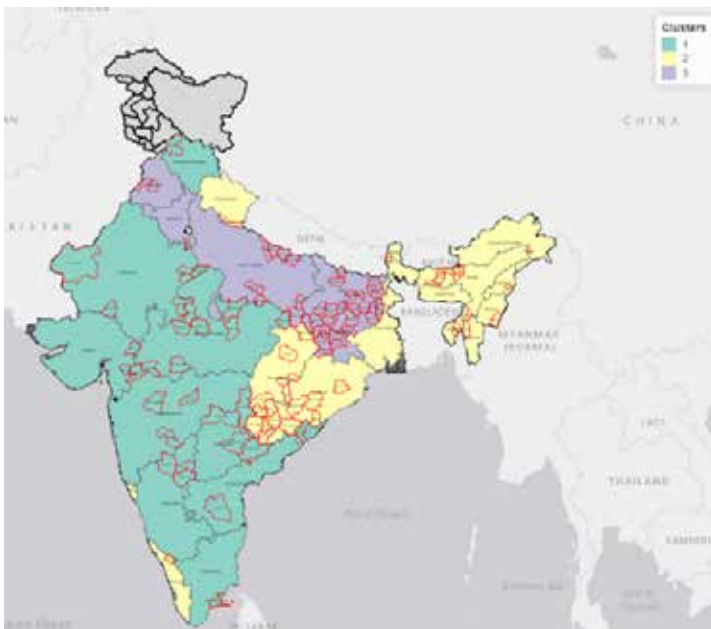
Equity Cluster

The 1st two Clusters are a mix of traditionally better performing and poor performing States in both the categories (Large States and Small States), while the 3rd Equity Cluster incorporates States like Bihar, Uttar Pradesh, Assam etc. which have ranked towards the bottom of the Equity Pillar in PAI 2021 Index. To not much surprise, two thirds of the Aspirational districts are also mapped in this Cluster



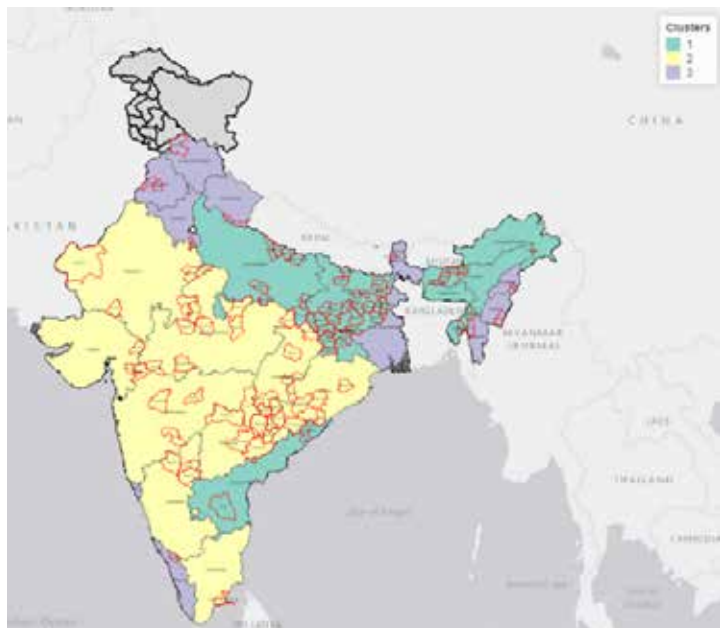
Growth Cluster

The 1st Cluster is an amalgamation of States that have shown improved performance in SDG 8 and SDG 9. The 2nd Cluster dominated by the Large States comprises Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Tamil Nadu and Telangana (also top and moderate performing under the Growth Pillar). This cluster can also be termed as 'the cluster of top performers'. The 3rd Cluster comprises Delhi, Goa, Haryana, Himachal Pradesh, Kerala, Manipur, Mizoram, Nagaland, Punjab, Sikkim, Uttarakhand and West Bengal. This cluster is driven by SDGs 3, 4 and 7 (under Government Effectiveness), and 8 (under Regulatory Quality)



Sustainability Cluster

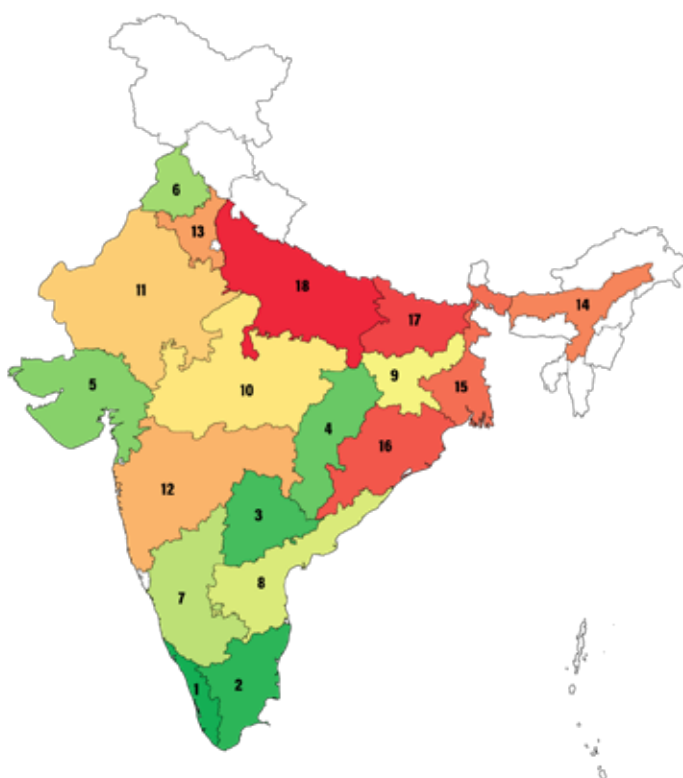
The 1st Cluster essentially houses the top and moderate performing Large States in the Sustainability Pillar with Himachal Pradesh as an outlier addition from the Small States Category. The 2nd Cluster comprises States that show a mixed performance under the Sustainability Pillar. The 3rd Cluster comprises States that have been consistent poor performers in the Sustainability Pillar over the years- Bihar, Delhi, Haryana, Jharkhand, Punjab and Uttar Pradesh.



Overall Composite Cluster

1st Cluster includes the Large States-Kerala, Haryana, Punjab and all the Small States including Arunachal Pradesh, Delhi, Goa, Himachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura and Uttarakhand. This cluster appears to be driven by the Growth Pillar where 10 out of 15 indicators are performing above the national average. In the Equity and Sustainability Pillar, 10 out of 21 indicators and four out of seven indicators are performing above the national average respectively. The 2nd Cluster includes nine Large States - Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu and Telangana. This cluster is driven by its per-

formance in the Sustainability Pillar where four out of seven indicators are performing above average. The 3rd Cluster consists of Assam, Bihar, Jharkhand, Odisha, Uttar Pradesh and West Bengal. This cluster is characterised by moderate performance in the Growth Pillar and below-average performance in the Equity and Sustainability Pillars. It is interesting to note that 57 out of the 112 districts which account for 50.8% of the total aspirational districts identified by NITI Aayog fall under the six States under this cluster.

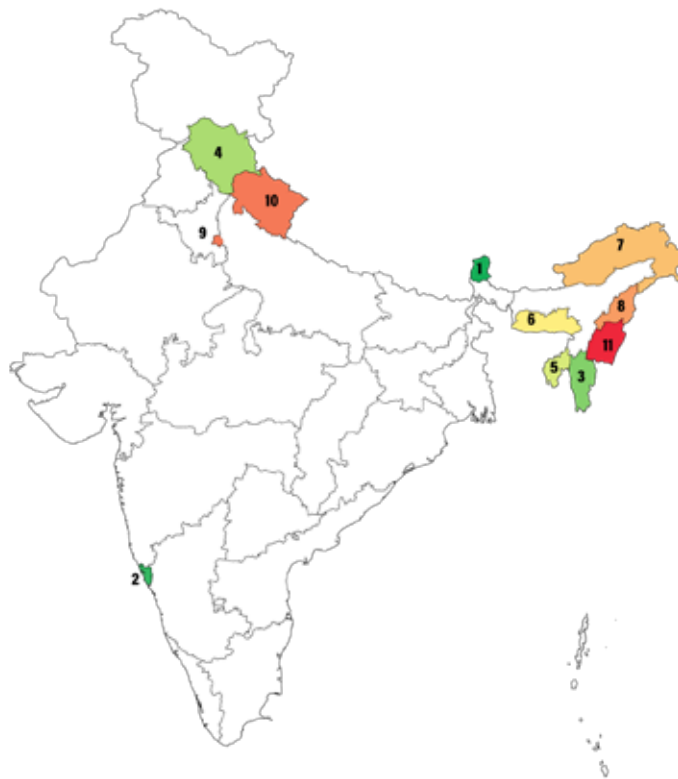


Rank	Large States	Index
1	Kerala	1.618
2	Tamil Nadu	0.897
3	Telangana	0.891
4	Chhattisgarh	0.872
5	Gujarat	0.782
6	Punjab	0.643
7	Karnataka	0.121
8	Andhra Pradesh	0.077
9	Jharkhand	-0.071
10	Madhya Pradesh	-0.113
11	Rajasthan	-0.243
12	Maharashtra	-0.360
13	Haryana	-0.431
14	Assam	-0.459
15	West Bengal	-0.553
16	Odisha	-0.910
17	Bihar	-1.343
18	Uttar Pradesh	-1.418

Highest Index Value Lowest Index Value

OVERALL RANKINGS

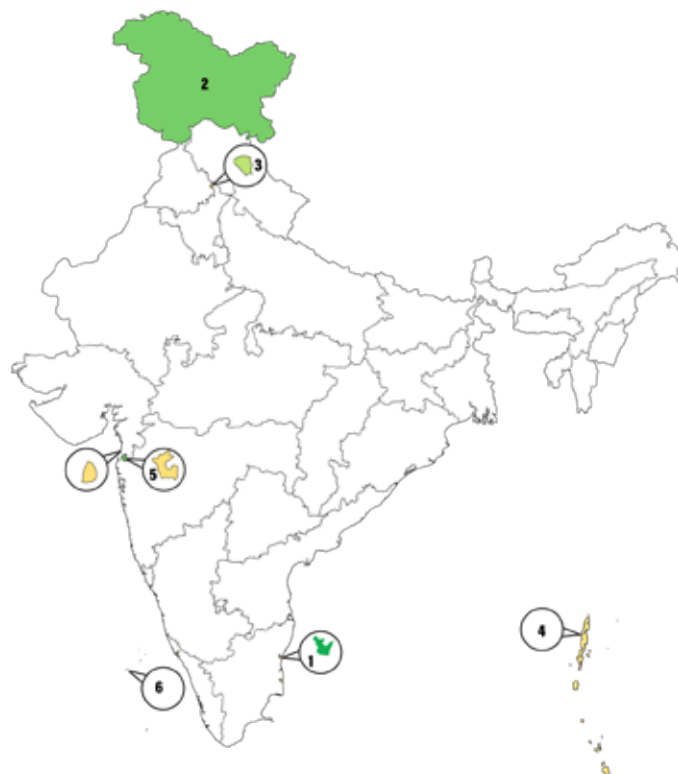
THE SENSE OF AN ENDING



Rank	Small States	Index
1	Sikkim	0.907
2	Goa	0.748
3	Mizoram	0.659
4	Himachal Pradesh	0.338
5	Tripura	-0.009
6	Meghalaya	-0.146
7	Arunachal Pradesh	-0.258
8	Nagaland	-0.317
9	Delhi	-0.476
10	Uttarakhand	-0.643
11	Manipur	-0.783

Highest Index Value Lowest Index Value

OVERALL RANKINGS



Rank	Union Territory	Index
1	Puduchery	1.345
2	Jammu & Kashmir	0.396
3	Chandigarh	-0.298
4	Lakshadweep	-0.302
5	Dadra & Nagar Haveli	-0.445
6	Andaman & N. Island	-0.696

Highest Index Value Lowest Index Value

OVERALL RANKINGS



Measuring governance is a challenge. This issue becomes increasingly complex especially in a diverse country like India, where each state is socially, culturally, economically and politically different. PAC thus identified three broad pillars namely Growth, Equity and Sustainability that encapsulate governance. From a development perspective, it is axiomatic that there must be synergies between all the three pillars. It is impossible to believe that two of the three pillars are enough, growth and sustainability without equity; growth and equity without sustainability; equity and sustainability without growth. **PAI 2021** is an amalgamation of **3 Pillars, 5 Themes, 14 SDGs** and **43 indicators**.

PAI is a conscious effort to present a scientifically sound, methodologically rigorous, and practically useful data-based framework to measure the quality of governance in the states of India, and rank them.



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